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UNCLAS SECTION 01 OF 04 OTTAWA 000035

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JCS FOR J-5

E.O. 12958: N/A

TAGS: [KPKO](#) [PREL](#) [MASS](#) [CA](#) [UK](#) [UN](#)

SUBJECT: U.S./CANADA/U.K. TRILATERAL PEACEKEEPING MEETING

Summary

1. (U) The U.S. participated in annual talks on peacekeeping with Canada and U.K. in Ottawa on December 10-11, 2002 in which a broad range of peacekeeping issues were addressed. Canada's Director General of International Security, Department of Foreign Affairs and International Trade (DFAIT), Jill Sinclair, welcomed U.S. and U.K. participants and made opening remarks. Canada's chairperson for the talks, Barbara Martin, Director, Regional Security and Peacekeeping Division, DFAIT/IDC, made additional welcoming comments and kicked off the discussions. The discussions addressed several ongoing UN peacekeeping missions and a number of other topics related to current peacekeeping issues. End Summary.

Civil-Military Cooperation

2. (U) Participants agreed that impartial civil-military cooperation is essential to bringing peacekeeping operations to a successful conclusion. Military operations achieve little beyond temporary ceasefires. Creating the conditions for a more durable peace and the exit of military participants requires the involvement of a wide range of civilian actors from the UN, NGOs, and civil society.

3. (U) Civilian players should be involved in early planning along with military planners. Civilian liaison personnel should be co-located with military units, both at headquarters and in the field. Civilian-military operation centers should be established. Civilian-military cooperation at the highest levels is essential to ensure unity of purpose and to ensure that headquarters and field operations implement civilian-military cooperation.

4. (U) Participants agreed that cooperation between the UN Secretariat and other UN agencies through the Administration

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Coordination Committee (ACC) should be encouraged and that the use of Integrated Management Task Forces (IMTF) at UN headquarters in New York be complemented by the formulation of parallel structures in UN field operations.

Responsibility to Protect

5. (U) Canada summarized the Report of the International Commission on Intervention and State Sovereignty which examined the question of when, if ever, it is appropriate for states to use force against another state simply to protect at-risk inhabitants of that other state. U.S. head of delegation Will Imbrie noted that the report raises important issues for authorization for intervention in humanitarian crises. He said the challenge is to make the link between theory and practice, thus closing the gap between think-tank types and operators.

Overview of Selected UN Peacekeeping Operations

6. (U) Participants discussed the current state of affairs and way forward for three UN peacekeeping operations: the UN Observer Mission in the Democratic Republic of Congo (MONUC), the UN Assistance Mission in Sierra Leone (UNAMSIL), and the UN Mission in East Timor (UNMISET).

7. (SBU) MONUC: Participants acknowledged the unique opportunity at hand, but noted several significant challenges ahead. The redeployment of forces from surrounding nations is a very positive development which the international community should take advantage of. The Security Council decision to increase the troop ceiling to 8,700 was appropriate, as were the safeguards imposed to ensure the second task force is not deployed before it is actually

needed. Several challenges remain: the issue of third country settlement; addressing the remaining hardcore fighters that do not want to disarm; selection of a new SRSG and appointment of capable assistants; and review of the UN policy on HIV-AIDS to reduce the threat of spreading the virus through UN peacekeepers.

18. (SBU) UNAMSIL: The U.K. reviewed progress since the elections and believes that UNAMSIL can end in mid-2004. Further work is needed to develop Sierra Leone police forces and the Sierra Leone Army, establish control over the diamond producing areas, and reintegrate former fighters into the economy. The U.K. continues to conduct military training under the International Military Assistance Training Team (IMATT) program and exercise its over-the-horizon force with regular joint exercises, a practice to be continued after UNAMSIL's exit. The U.K. also continues to provide police training. The U.K. noted the need to strengthen security measures when the Special Court issues indictments.

19. (SBU) UNMISET - Timor Leste: The U.K. reviewed developments in Timor-Leste, noting that the police and justice sectors still require significant work. Recent riots in Dili signal problems in the security sector and weakness in the Timor-Leste Police.

----- Situation in Burundi -----

10. (SBU) Despite the recent signing of a ceasefire agreement by one faction of the FDD, there was consensus that the situation in Burundi is not right for a UN peacekeeping operation. Imbrie stressed that while the ceasefire signatories have requested a peacekeeping force, the ceasefire is by no means comprehensive and that the U.S. could not support a Chapter VII mission, stating that "deploying a mission under the current circumstances would put peacekeepers in a live fire situation." He noted that the U.S. had consulted with the U.K. and France on potential contingency operations in the event of a mass genocide scenario, but none are prepared to commit at this point, and all would prefer an intervention force from African nations with possible support from developed nations.

11. (SBU) Speaking for the U.K. delegation, Mr. Stephen Pollard, Head of Overseas Secretariat, MOD, responded that Britain was reluctant to take on a new mission at this time, citing manpower and budgetary constraints. He stated that the UK could provide "small scale" support to a mission in areas such as logistics or command and control. He noted that South Africa, Ghana, and Senegal were prepared to provide forces for a mission, but only under a U.S.-supported UN mission, after a comprehensive ceasefire had been achieved, and with assurances that a feasible evacuation plan was in place.

----- SHIRBRIG Update -----

12. (U) Colonel Gaston Cote, Director of Peacekeeping Policy, Canadian Department of National Defense, provided an overview of the Standby High Readiness Brigade (SHIRBRIG). Colonel Cote noted that SHIRBRIG is the only operationally ready brigade-sized unit exclusively available for United Nations deployment. The unit has about 5,000 troops that can deploy up to six months under a Chapter VI mandate. Brigade elements are on call, but planning element consisting of the Commanding General, Chief of Staff, and section heads is permanently stationed in Denmark. The Brigade participates in two exercises per year with either the UN or the planning element developing the scenario. The headquarters has an objective of deploying within 14 days of notification. The remaining units of the brigade have an objective of deploying within 30 days of national approval.

13. (U) Canada will assume presidency of the SHIRBRIG steering committee in January 2003. Key agenda items for their presidency will be to: focus on prospective new members (Chile, Brazil, Senegal), strengthen the rapid reaction capability of the brigade, foster better communications between SHIRBRIG, individual states and international organizations, and include civilian personnel (humanitarian assistance) in the planning element or incorporate them in the on-call list. Members also intend to more actively promote SHIRBRIG as a model for regional organizations.

----- Building African Peacekeeping Capacity -----

14. (U) Delegations presented update briefings on respective initiatives to enhance African capacity for supporting peace operations. The U.S. discussed the African Contingency Operations Training and Assistance (ACOTA) program and reviewed accomplishments under the African Crisis Response

Initiative (ACRI) and Operation Focus Relief (OFR). The U.K. gave an update on the IMATT initiative, and Canada presented information about ongoing efforts in the G8 to promote African peacekeeping capacity. Participants agreed on the need to more closely coordinate respective efforts to ensure efficiency and avoid giving African countries "confusing signals."

Peacekeeping Reform - Brahimi Implementation

¶15. (U) The group was unanimous that implementation of peacekeeping reform measures was not "a done deal" and that we should work together to keep attention focused on implementation efforts. The U.K. delegation drove the point home with an exceptionally detailed statement outlining numerous areas where much work remains to be done. Key points included the importance of monitoring the UN Secretariat, particularly DPKO, to ensure new posts are being used effectively; continuing to improve the working relationships between troop contributors, the Security Council, and the Secretariat; improving the inter-relationships between

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departments/agencies; and improving UN capacity for complex peacekeeping. The group responded favorably to suggestions from the U.S. for a mid-term review of DPKO by Logistics Management Incorporated (LMI) and establishment of a "Friends of DPKO" group in New York to accomplish these goals.

Security Sector Reform - Case Study: Afghanistan

¶16. (SBU) Col. Baltazar of OSD/SOLIC/Stability Operations led the discussion, focusing on development of the Afghan National Army (ANA) and Ministry of Defense. He gave the current U.S. thinking that about eight years would be needed to develop a civilian-controlled military capable of securing Afghanistan's borders and ensuring government control of all the territory within those borders. He stated that the most immediate challenge is funding. Current estimates hold that \$1.84 billion is required to establish the envisioned 70,000-strong ANA and Border Control forces. Baltazar noted that only \$50 million is available now, and pledges from other countries have not been forthcoming. Recruiting and retention to achieve an ethnically-balanced force and ultimately displace the warlord system was noted as an even longer term challenge.

¶17. (SBU) UKUN delegate Glyn Berry said upcoming elections could be problematic if, as expected, they result in a majority Tajik and fundamentalist government which would be difficult for the Pashtun population to accept. He underscored the importance of ensuring ethnic balance in the force, and of ANA ability to "outbid" competing employers (warlords and drug traffickers) for soldiers. He also raised the issue of DDR, noting that viable employment opportunities were required for those mujahideen not selected for the ANA to keep them from returning to their old ways.

¶18. (SBU) The U.K.'s Pollard resumed the discussion, stating U.K. willingness to assist by providing niche skills and other capabilities not resident in the U.S. plan. As an example, the U.K. will provide an officer to the UN Assistance Mission to Afghanistan (UNAMA) to advise Brahimi on security sector reform and assist in development of a National Security Council to integrate the various aspects of reform. On the issue of funding, he noted that the U.K. had set aside 10 million pounds to support ANA salary payments, but that release of the funds was conditioned on the size, shape and ethnic balance of the ANA, as well as other reforms.

Future of Complex Peacekeeping

¶19. (U) Major General Cam Ross, Director General of International Security Policy for the Canadian Department of National Defense, presented Canada's view on the issue of whether future complex peacekeeping operations would be conducted by the UN or multinational coalitions. General Ross contrasted pre- and post-cold war trends of peacekeeping, noting the shift from fewer interstate and more intrastate conflicts. He highlighted the UN's important and unique role in both scenarios and concluded that UN peacekeeping would continue to perform a key role in future peacekeeping requirements.

CIVPOL - Transition to Local Police Forces

¶20. (U) The U.S. noted that along with the exit of UN

Civilian Police (CIVPOL), there will often be a need for a follow-on mechanism to complete improvements initiated by the UN. As an example, the European Union Police Mission (EUPM) is on track to assume the IPTF mission in January 2003; a similar mechanism will be needed in Timor-Leste after UNMISSET's exit. CIVPOL only addresses one portion of the justice system. Other parts, such as laws, courts, judges, prosecutors, defense lawyers, and jails, will likely need continuing development in post-conflict situations. Peacekeeping operations are ill-suited to address such long-term development tasks.

Role of the UNSC Working Group/Consultations with TCCs

¶21. (U) Participants noted that a positive and effective relationship between Troop Contributing Countries (TCCs), the Secretariat and the Security Council is a worthwhile

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objective and agreed to continue working toward improvements.

Conclusion

¶22. (U) In closing, Canada suggested the possibility of expanding the trilateral forum to include other countries. Australia was specifically mentioned as a potential prospect.

Participants agreed to consider the proposal and discuss this further at a later date. Delegates from respective missions to the UN were encouraged to conduct a "trial" of this concept in New York. The U.S. announced its intention to host the talks in early December 2003 and said a proposed agenda would be on the table for review by mid-October 2003.

GALLAGHER